DOCUMENT RESUME

ED 449 851 JC 010 168

TITLE	Framework To Develop a Master Plan for Education.
INSTITUTION	California State Commission for the Review of the Master Plan for Higher Education, Sacramento.
PUB DATE	2000-08-00
NOTE	32p.; The Joint Committee to Develop a Master Plan for Education--Kindergarten through University.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Educational Improvement; *Educational Objectives; *Educational Planning; Elementary Secondary Education; Higher Education; Lifelong Learning; Long Range Planning; *Master Plans; *Role of Education
IDENTIFIERS	*California

ABSTRACT

This framework is intended to guide in the development of a Master Plan for Education that will provide a comprehensive organizing template for California's schools, colleges, and universities. To be responsive to Californians' varied educational needs, the state requires a cohesive system of education in which all segments, from kindergarten through university, are coordinated. The long-term evolution of roles of state and local K-14 entities has blurred lines of responsibility in ways that can impede efficient and responsive delivery of education services and that do not allow clear lines of accountability. A Master Plan will provide frameworks for governance, resources, policy development and accountability that will ensure that the state and its citizens receive maximum benefit from California's enormous investment in education. These frameworks can then guide the long-term policy-making of the Legislature and education governance entities. The Master Plan must delineate specific objectives to support these planning objectives: every student must have the opportunity to learn from a full qualified teacher; the state must develop assessments that measure students knowledge, pursuant to standards; and local districts should be responsible for supporting learning at each site, consistent with local needs. (JA)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 449 851

FRAMEWORK TO DEVELOP A MASTER PLAN FOR EDUCATION

THE JOINT COMMITTEE TO DEVELOP A MASTER PLAN FOR EDUCATION
- KINDERGARTEN THROUGH UNIVERSITY
August, 2000

Senator Dede Alpert, Chair
Assemblyman Ted Lempert, Co-Vice Chair
Assemblywoman Kerry Mazzoni, Co-Vice Chair

Senator Richard Alarcon	**Assemblyman Jim Cunneen**
Senator Betty Karnette	**Assemblyman Dean Florez**
Senator Bruce McPherson	**Assemblywoman Sarah Reyes**
Senator Kevin Murray	**Assemblywoman Gloria Romero**
Senator Jack O'Connell	**Assemblyman George Runner**
Senator Charles Poochigian	**Assemblyman Jack Scott**
Senator Richard Rainey	**Assemblywoman Virginia Strom-Martin**
Senator John Vasconcellos	

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

L. M. Kerschner

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

TABLE OF CONTENTS

PROLOGUE TO THE READER

EXECUTIVE SUMMARY

A VISION FOR CALIFORNIA'S EDUCATION SYSTEM

BACKGROUND: A SYSTEM OF PUBLIC EDUCATION

PURPOSES OF EDUCATION

FRAMEWORK TO GUIDE PUBLIC EDUCATION IN A MASTER PLAN FOR EDUCATION

GUARANTEEING HIGH QUALITY EDUCATIONAL OPPORTUNITIES TO ALL STUDENTS

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

IC 010168

BEST COPY AVAILABLE

TEACHERS, FACULTY AND ADMINISTRATORS

STANDARDS, ASSESSMENT, AND ACCOUNTABILITYGOVERNANCE

FINANCE

FACILITIES AND INFRASTRUCTURE

LONG RANGE PLANNING

CAREER AND TECHNICAL EDUCATION

RESEARCH AND ECONOMIC DEVELOPMENT

EARLY CHILDHOOD EDUCATION

COMMUNITY INVOLVEMENT

DEVELOPING THE MASTER PLAN

PROLOGUE TO THE READER

The Joint Committee has been empanelled to develop a Master Plan for Education that will provide a comprehensive organizing template for California's schools, colleges, and universities that assures Californians opportunities to engage in the learning process throughout their lives. The framework contained in these pages is intended to guide the continued deliberations of the Joint Committee in that effort. The Joint Committee also will create advisory working groups to examine key education issues and forward policy recommendations for the committee's consideration. It is expected that through those collective deliberations, the Joint Committee will adopt specific recommendations for the attainment of the strategic objectives listed herein, from which the framework will evolve into the Master Plan for Education.

The provisions delineating the structures and functions of California's public education system are contained in the state constitution, statutes, and regulations, as well as case law based on them. Organizing the state's schools, colleges, and universities into a more cohesive, learner-focused system will necessarily require that some of those provisions be modified, while building on the strengths of many others. The reader should not consider potential modifications to be confined to those that impact statute. The Joint Committee will also explore issues that are currently constrained by the constitution. If warranted, the committee will recommend appropriate constitutional amendments to the Legislature and the electorate for their consideration.

This framework is derived from the initial activities of the committee and its staff, including hearings, interviews, symposia and other public activities, reviews of research, and the recommendations of numerous entities.

EXECUTIVE SUMMARY

The need for a Comprehensive Master Plan

Education is a vital interest of the state that provides citizens with the knowledge and skills to maintain our system of government and to foster a thriving economy. As the global economy continues to evolve in ways that require workers to use knowledge, California citizens require additional, challenging educational opportunities throughout their lives. Today, students enter and re-enter the education system at all points of their lives, bringing increasingly diverse learning needs to the classroom. To be responsive to Californians' varied educational needs, the state requires a cohesive system of education in which all segments, from kindergarten through university, are coordinated.

Several issues must be addressed to create a more cohesive system of education. The long-term evolution of roles of state and local K-14 entities has blurred lines of responsibility in ways that can impede efficient and responsive delivery of education services and that do not allow clear lines of accountability. Recent education reforms should be more effectively coordinated, so that they do not interfere with one another and more fully deliver the improvements they promise. The continual growth and mobility of student populations demand significant investment in human and capital resources to ensure that schools and colleges have the capacity to meet learner needs. Students can find their progress impeded because standards, courses, and assessments are not articulated across systems.

A Master Plan for Education will serve as the long-term template to guide the changes needed to achieve a cohesive system of education. It will provide frameworks for governance, resources, policy development and accountability that will ensure that the state and its citizens receive maximum benefit from California's enormous investment in education. These frameworks can then guide the long-term policy-making of the Legislature and education governance entities.

Providing high quality educational opportunities

California students have a fundamental right to elementary and secondary education, and the state has committed to providing access to all who desire a postsecondary education. The state must guarantee that all students who participate in the public education system are presented with high quality educational opportunities. The public education

system should be driven by specific goals which guarantee that all students:

- Are taught by a competent, fully qualified teacher or faculty member.
- Receive a clear statement of the academic standards that define what he or she is expected to know and be able to do at every educational level.
- Attend school in a clean, modern, and safe environment that is conducive to learning.
- Receive preparation sufficient to allow successful transition into the next level of education or the workforce.
- Receive supplementary educational services where needed to meet grade level expectations;
- Advance to the next level of education upon demonstrating success in attaining stated academic standards.
- Be provided with sufficient information regarding educational, economic, social, and political options to be able to make informed choices for his or her future.

Achieving these goals for all student[s] requires planning to ensure that the necessary resources are availa[ble] [and] that the roles and responsibilities of all participants in the educatio[n] system are clearly defined, that educational offerings are coord[inated] across all systems, and that a clear system of accountability ensu[res] that students receive the educational opportunities guaranteed the[m]. The Master Plan must delineate specific objectives to support these planning objectives.

Teachers, Faculty, and Administrators

- Every student must have the opportunity to learn from a fully qualified teacher.
- The state must ensure that sufficient numbers of teachers, faculty, and administrators are available to meet California's needs.
- Teachers, faculty, and administrators must be distributed among schools and colleges so that effective learning environments exist at every site.
- Teacher preparation programs and assessments must align with K-12 academic standards.

Standards, Assessments, and Accountability

- The state must develop and maintain academic standards to ensure that every student is provided high quality educational opportunities.
- The state must define the performance levels that comprise a high quality education.
- Standards must be aligned among K-12 and all postsecondary systems of education, so students know what is expected of them to progress and succeed at all levels.

- The state must develop assessments that measure students knowledge, pursuant to standards.
- Assessments should be consolidated so that a few mechanisms serve multiple purposes.
- Institutions, educators, and students must be held accountable for successful learning. Incentives should be provided for improvement in student learning, and sanctions should be imposed when learning does not occur.
- The state must develop data systems that provide information on student achievement and experiences.

Governance

- The roles and responsibilities of all participants in the education process must be clearly defined, and the authority to meet those responsibilities must be afforded to each participant.
- The state should be responsible for learning objectives that apply to students statewide.
- Local districts should be responsible for supporting learning at each site, consistent with local needs. Districts should set district policy, provide instructional leadership, distribute resources, and hold individual schools or colleges accountable for student learning.
- Local education entities should be organized to enhance student learning.
- The Legislature and state governance bodies should develop new laws, regulations, and appropriation mechanisms in accordance with California's vision for education.
- New laws and policies should be evaluated in relation to existing policies to mitigate any adverse impact on the operations of schools, colleges, and universities.

Finance

- The state must ensure that adequate fiscal resources are provided to guarantee high quality educational opportunities for all students.
- The state must fund any new expectations it imposes on schools, colleges, and universities.
- Expenditure authority should be aligned with program responsibility.
- District governing boards are obligated to distribute resources so that the needs of students in every school or college have an equitable chance of being met.
- A system of fiscal accountability must be maintained to ensure that sound fiscal practices are used and that the efficient and effective use of resources is encouraged.
- California's education finance system should be simplified so that all can understand it.
- Local districts should be provided limited authority to generate additional revenues for specific educational opportunities that

exceed the state guarantee.

Facilities

- Adequate fiscal resources must be provided to accommodate student demand.
- The state must develop high standards to ensure safe, clean, and modern facilities.
- The fiscal responsibility for the construction of new facilities and modernization of existing facilities shall be shared among the state, local agencies, and communities.
- The state shall bear responsibility for developing a technology infrastructure.

Long Range Planning

- California's educational system is an enormous and complex enterprise. To serve students effectively and efficiently, continuous coordination and planning must take place. A state entity should be designated to monitor California demographics; estimate student demand; determine existing resource capacity; project physical, human, and fiscal resource needs; and recommend policy options for meeting those needs.

Career and Technical Education

All students' education must prepare them to apply their skills and knowledge in the workplace. For many students, specific skills must be learned that will allow them to compete for careers that do not require advanced academic studies.

- The state must ensure that career and technical education opportunities are available to those students who desire them.
- The state must define challenging education standards for career and technical education courses that are aligned to state academic standards.

top

A VISION FOR CALIFORNIA'S EDUCATION SYSTEM

California's public education system must coalesce around a singular vision that is driven by improving student achievement, is consistent with the purposes delineated for the educational system, and that is responsive to the state's commitment to provide high quality educational opportunities and experiences for all. The Joint Committee resolves that the following be adopted as the Vision for California's Education System:

California will develop and maintain a cohesive system of first-rate schools, colleges, and universities that prepares all students for transition to and success in the next level of education, the workforce, and general society, and that is responsive to the changing needs of the state and its people.

California's private education providers are invited to join the public sector in devising and implementing effective strategies to achieve this vision.

BACKGROUND: A SYSTEM OF PUBLIC EDUCATION

Education as a Vital Public Interest

One of the most important functions of the state is providing for the education of its citizens. The framers of California's constitution recognized the education of all citizens as being vitally important to the state's preservation and well-being. They provided for a system of free public schools in the first constitution, and the development of the public schools was a primary focus for state lawmakers during the first thirty years of statehood. Education was identified as the means of maintaining the state's and nation's systems of government, in that it would help the public to understand representative democracy and make informed voting decisions. Education was considered integral to the state's economic prosperity, as a direct influence on the advancement of knowledge and the training of workers, and also as a deterrent to the crime associated with poverty. The availability of public education was also identified as a means to attract families to immigrate into the state, and as a mechanism for bringing together the increasingly multi-cultural population into a cohesive California society.

The state's commitment to public education was clear by the time of the second constitutional convention, in 1879. Article IX of the revised constitution read: "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the Legislature shall encourage by all suitable means the promotion of intellectual, scientific, moral, and agricultural improvement" by providing "a system of common schools by which a free school shall be kept up…in each district..." By 1879, the Legislature had enacted a compulsory attendance law for the state's youth. The state also supported a 'normal school' to prepare teachers for the common schools, and the Constitution established the University of California as a public trust.

A clear set of principles led to the development of the public education system. California's founders believed that the benefits of education

would be realized by the state and the public as a whole, not just by the individual who received the education. They further believed that the many benefits to society would be obtained only if all citizens were educated. They held that the only way to assure that this vital public interest would be met for all citizens was for the state itself to provide education, through local school districts, at public expense.

Another principle that affected California's public education system from its inception was the idea that educating the state's citizens would be a shared responsibility between the state and local communities. School districts were created to operate the schools, and county boards of education were empowered to oversee education regionally, while the state maintained oversight of the education process as a whole. Consistent with this shared responsibility, the initial funding structure of the public schools incorporated both state tax revenues and an array of local tax revenues, including a local school district tax. In the intervening years, the scope of authority over various education functions has shifted repeatedly among state and local entities, dependent on contemporary political environments, but the idea that providing public education is a shared responsibility of the state and local entities has always been maintained.

Education as a Fundamental Right

While the state's commitment to educating its citizens encompasses all levels of education, a crucial distinction exists between the state's obligations regarding elementary and secondary, versus postsecondary education. California's State Supreme Court has ruled, in its decisions on Serrano (1976) and Butt (1990), that citizens of California have a fundamental right to an elementary and secondary education. This fundamental right (also referred to as a fundamental interest of citizens of the state) derives from several provisions of the state constitution and statute, taken together: Article IX, Sections 1 and 5, which obligate the state to provide a system of free common schools; the state constitution's equal protection provisions, Article I Section 7 and Article IV Section 16; and Education Code Section 48200, imposing compulsory attendance. As a corollary of citizens' fundamental right, the state incurs a fundamental obligation to sustain that right, which receives the highest order of legal protections. The state and schools are required to equitably provide appropriate educational opportunities to all students.

By contrast, postsecondary education is not guaranteed to citizens, but is provided universally to citizens as a privilege. California's people and its policymakers clearly regard postsecondary education as a vital interest of the state and throughout history have demonstrated a deep commitment to it by supporting a set of affordable public colleges and universities. Participation in postsecondary education is voluntary, however, and not constitutionally guaranteed to be free of charge. As a result of these differences, postsecondary education does not incur the same order of legal obligations for the state as does K-12 education. Correspondingly, postsecondary education also is not subject to many of

the strictures that apply to the K-12 system. These distinctions will necessarily require that, even in a cohesive Master Plan for Education, certain elements will need to be treated differently among the systems.

A Master Plan for Higher Education

A little over forty years ago, California's higher education system faced a coming decade of enormous enrollment growth, fueled by the "tidal wave" of the baby boom generation and returning WW II veterans. The national "war on poverty" reinforced this demand by encouraging individuals from impoverished backgrounds to attend college. California continued strong support for higher education despite limited fiscal resources, disjointed governance structures, and powerful political influences on the placement of new four-year university campuses.

In 1959, the Legislature created a committee to develop a plan for the orderly expansion of higher education based on two principles: (1) guarantee every Californian an opportunity to attend college, and (2) mitigate unwarranted expansion and unhealthy competition among the segments. The resulting Master Plan, adopted by the legislature in 1960, created frameworks for structure and governance, mission differentiation, and financing that remain the foundation for California's higher education system today. It also reflected the principles of California's founders that all of society benefits from an educated citizenry by calling for a low cost set of public colleges and universities. One of the greatest effects the Master Plan has had on higher education has been to provide significant stability to the systems by determining not only their respective roles, but by determining the roles of state lawmakers and policymakers, as well. The Master Plan for Higher Education has been reviewed each decade since 1960 and, despite changes in California's economic and demographic circumstances, the original Master Plan has remained remarkably intact. The success of the Master Plan for Higher Education argues for a more comprehensive plan to provide greater stability to California's entire public education system, kindergarten through university levels.

A Commitment to Education for the Future

California's commitment to educating its citizens through a system of public schools, colleges and universities remains rooted in the principles that guided its founders. The needs of California's society today are increasingly diverse, however, which increases the challenges of meeting the state's commitment. Students have myriad interests, talents, learning styles, and capacities. Business and industry require lifelong learners who are capable of acquiring new skills as the industry evolves, including the ability to interact effectively with individuals from around the globe. The electorate needs a level of literacy that enables them to make informed decisions on local, state, and national issues. This diversity of need emphasizes the importance of focusing on the learner and adapting institutional practices and policies to most effectively respond to multiple learning objectives. California's education system

must be regularly re-evaluated to ensure that its components and resources are effectively coordinated and remain focused on responding to learner needs in a manner that fosters sustained improvement of student achievement.

top

PURPOSES OF EDUCATION

The primary purpose of education in California is to promote learning. Success in meeting this purpose results in individuals possessing the knowledge and skill sets to sustain a democratic society and a desired quality of life. Those important results for citizens and California society provide a compelling rationale for state support of public schools, colleges, and universities. The primary components of California's rationale for supporting its education system include:

Learning prepares the individual for life in a diverse global society. Learning opportunities exist throughout life and society, but it is the special responsibility of educational institutions to ensure that individuals receive the opportunity to:

- Learn and master the basic cognitive and social skills needed for success in life and the advanced knowledge and skills that will make them competitive with graduates of the best educational institutions in other states and nations;
- Develop an awareness and appreciation of the culture of California, the nation and the world;
- Instill the social values of integrity, morality, discipline, and civic-mindedness;
- Develop an understanding of the impact of education on their lives and of the educational options available to them; and
- Nurture a love of learning and an enthusiasm for life-long learning.

Learning prepares the individual for work.

The obligation to work must be addressed by most people in their lifetime as the means by which they establish a desired lifestyle and wholesome families. Every sector of the global economy is evolving in response to rapid change, in ways that underscore the growing importance of learning. Requisite job skills are shifting from a reliance on physical ability to a reliance on the ability to use knowledge, solve problems, and think creatively and independently. Various job categories are disappearing and new employment sectors are emerging

at an increasingly rapid pace. To ensure that learners are prepared for work, educational institutions play a special role in ensuring that individuals:

- Develop the habits and talents needed to compete in the workplace;
- Acquire an understanding of life and career options available to them; and
- Learn the life skills needed to be independent and to provide for their family.

Learning prepares society to manage change and effectively respond to challenges.
California has achieved international recognition for social, economic, and scientific achievement largely as a result of its commitment to learning. California has profited immensely from the diversity of its citizens and the contributions of its college-educated populace. Today, the state's commitment must be expanded beyond traditional college degree programs to meet increasing societal demands for life-long learning. Public colleges and universities have a special responsibility to:

- Advance high quality teaching and learning at each educational level;
- Advance the frontiers of knowledge;
- Assist in the improvement of elementary and secondary education; and
- Apply their combined resources to effectively respond to the challenges of growth, diversity, and change that periodically emerge in the global society of California and the world.

top

FRAMEWORK TO GUIDE PUBLIC EDUCATION IN A MASTER PLAN FOR EDUCATION

GUARANTEEING HIGH QUALITY EDUCATIONAL OPPORTUNITIES TO ALL STUDENTS

Education at the elementary and secondary levels is a fundamental right of the young people of California. The state is obligated to guarantee that every student has the opportunity to receive an education that imparts the skills, knowledge and experiences essential to achieving the goals expressed within the state's vision and purposes for education. To ensure that this guarantee can be met, it is incumbent upon the state to define that which comprises a high quality educational opportunity and to develop an accountability system which ensures that all students receive high quality educational opportunities, irrespective of where they are delivered.

The state shares its responsibility for providing elementary and secondary education with local education agencies, which actually deliver educational services to students. This shared responsibility can best be carried out through collaboration among public schools, colleges, and universities, each of which has a defined role in the educational process. That collaboration should be characterized by continuous information exchange and partnerships across segmental boundaries, seamless articulation and alignment of curriculum, and assessment of student achievement. The state has a responsibility to ensure that adequate levels of funding and other needed resources are provided to enable public schools, colleges, and universities to carry out the responsibilities assigned to them, so that access to high quality education is preserved.

Consistent with the priority that Californians place on education, state policymakers have, through adoption of the Master Plan for Higher Education in California, also assumed responsibility for assuring that every California citizen has an opportunity to pursue education beyond high school. The challenge to the state in exercising this responsibility involves: (1) structuring and coordinating education opportunities to ensure that every high school graduate and adult who so desires can enroll in high quality college courses; (2) ensuring the availability of the human and fiscal resources necessary to provide college access to all who desire it; and (3) developing an information system that provides appropriate data to determine the extent to which the state's policy priorities are being achieved, institutional missions are being met, and public resources are being used effectively and efficiently.

The central component of California's vision for a cohesive educational system is its focus on learner needs and outcomes. Accordingly, schools, colleges, and universities must maintain the objective of meeting students' learning needs as their principal focus. School districts, county and regional entities, and the state must collaborate to ensure the availability of the resources necessary to appropriately meet learner needs. All functions and policies of the education system should be regularly reviewed and revised to ensure that they support this focus. California should establish and maintain specific rights, obligations, and expectations for its students and education providers and these should be clearly expressed so that all participants in the educational process, including families, can understand them. The Joint Committee proposes that those rights, obligation, and expectations be defined as follows:

Every student is entitled to:

- Receive counseling and academic advising to assist in successful educational progress;
- Advance to the next level of education upon demonstrating success in attaining stated academic standards;
- Attend school in a clean, modern, and safe environment that is conducive to learning;

- Be provided with sufficient information regarding educational, economic, social, and political options to be able to make informed choices for his or her future; and,
- Receive adequate financial support for college attendance.

Every student shall be expected to:

- Attend school regularly and participate in the educational opportunities that are provided;
- Commit the level of effort needed to succeed; and,
- Contribute to maintaining a safe, positive school, college, or university environment.

Every student shall be held accountable:

- By means of assessments that measure the student's knowledge and ability relative to the statement of expectations for the appropriate educational level; and,
- By linking advancement between educational levels to the successful attainment of clear performance goals.

Many difficult issues are embedded in the details of structuring a Master Plan for education that encompasses both public schools and postsecondary education. Consistent with California's Vision for Education, and in order to ensure that the rights, obligations and expectations for students expressed above are maintained, the following principles and objectives are offered as a framework to guide public discussion of the issues that should be included in a Master Plan for Education in California.

top

TEACHERS, FACULTY AND ADMINISTRATORS

Within the education system, teacher quality is the most significant factor that impacts student learning. To meet the guarantee of providing high quality educational opportunity, a primary responsibility of the state, local districts, schools, colleges, and universities must be to ensure that every student is afforded the opportunity to receive instruction from a competent, fully qualified teacher. Schools cannot sustain a culture of learning when they have high concentrations of underqualified teachers; they must maintain a sufficient number of experienced teachers, who can provide mentoring and support to less experienced colleagues. Student achievement is also improved by effective education site administrators who possess the knowledge and skills necessary to serve as an instructional leader capable of fostering learning.

Teachers and Administrators – Public schools

- Every school district shall be responsible for ensuring a distribution of qualified, fully credentialed teachers that promotes an effective learning environment in each of its schools; and,
- The state shall be responsible for promoting the availability of continuing professional preparation opportunities, to ensure that teachers' knowledge and skills reflect the most current information related to excellent teaching.

Teachers and Administrators – Collaboration among Schools, Colleges, and Universities

- The state shall be responsible for developing and sustaining, in numbers sufficient to meet California's needs, a supply of teachers who possess knowledge of: (1) subject matter content needed to meet K-12 academic standards; and (2) instructional methodologies that allow them to effectively teach students with diverse learning needs. This responsibility shall encompass functions related to the recruitment, preparation, certification, and support during the induction phase of teachers;
- The state shall be responsible for developing, in numbers sufficient to meet California's needs, a supply of administrators for schools, colleges, and universities who possess the appropriate knowledge and skills to be effective instructional leaders and effective administrators. This responsibility shall encompass functions related to the recruitment, preparation, certification, and ongoing development and support of administrators; and,
- The state shall be responsible for developing and sustaining, in numbers sufficient to meet California's needs, a supply of teacher and administrator educators who possess knowledge of: (1) subject matter content needed to meet K-12 academic standards; (2) instructional methodologies that allow them to effectively teach students with diverse learning needs.

Faculty – Public colleges and universities

- Every college and university campus and their statewide governing boards shall be responsible for ensuring a distribution of experienced faculty that promotes an effective learning environment; and,
- The statewide governing board for each public system of colleges and universities shall be responsible for promoting the availability of continuing professional preparation opportunities to ensure that faculty knowledge and skills reflect the most current information related to excellent teaching.

Accountability – Public Schools

- The state shall be responsible for developing assessments that measure teacher candidates' knowledge of content pursuant to California's K-12 academic standards and of multiple instructional methodologies, and can be used to assess experienced teachers' currency with practices for excellent teaching;
- The state shall be responsible for developing and administering assessments

that measure the effectiveness of programs that prepare education professionals;
- Employee performance reviews for teachers should include an assessment of their effectiveness in meeting state academic and teaching standards; and,
- The process of attaining permanent status or tenure for teachers should incorporate an evaluation of content knowledge and pedagogical skills.

Accountability – Public Colleges and Universities

- The state shall be responsible for developing standards and mechanisms that assure teacher educators possess content knowledge pursuant to California's K-12 academic standards and multiple instructional methodologies, as well as the effectiveness of programs that prepare education professionals; and,
- The process of attaining permanent status or tenure for teacher educators should incorporate an evaluation of K-12 academic content knowledge and pedagogical skills.

top

STANDARDS, ASSESSMENT, AND ACCOUNTABILITY

The state must ensure that every student is provided high quality educational opportunities by first defining the standards for that which every student should know and be able to do in order to be academically successful and to be a contributing, productive member of society. To promote responsiveness to students' needs, the state must establish greater coordination across grade levels, including K-12 and postsecondary levels of education. In order for students in any grade level to be properly prepared for the next successive educational level, educators from each grade or system must communicate effectively with each other to ensure that the achievement goals set for one level are consistent with the preparation requirements of the next.

The state must develop and maintain an accountability system to ensure that the state's responsibility to provide a high quality education to students is being met. All participants in the educational process - adults and organizations, as well as students – must be accountable for performing their functions effectively, so that the defined knowledge and skills are being imparted successfully to students. An effective accountability system must offer constructive interventions when learning does not meet performance standards, and employ sanctions that reflect the importance of meeting the state's obligation.

Assessments that inform the state's accountability system should provide feedback on: (1) each student's individual progress; and (2) the extent to which schools are meeting comprehensive state educational objectives. Assessments also should be designed and administered in a manner that supports timely interventions to foster

student success. Assessment mechanisms provided by the state should be coordinated so that the mechanism that measures success against the standards for one level will serve as a reliable predictor of a student's preparedness for the next level and provide a composite measure of overall teaching effectiveness of each school site.

Especially important for California's highly mobile society, where students come from different learning backgrounds, is the development of a comprehensive student information system that would afford educators the ability to analyze students' prior experiences and modify educational programs to promote achievement among diverse student groups. The state should expand its current efforts to collect and disseminate to districts information on research-based materials and best educational practices.

Standards and Curriculum – Public Schools

- The state must continually ensure that challenging education standards maintained for each grade level;
- The state must ensure that every district, school, teacher and community is provided a clear statement of those standards and supporting information necessary to understand them; and,
- The state must define the level of proficiency related to academic content standards that is sufficient to support a student's educational success and meet his or her educational or occupational goals.

Standards and Curriculum – Public Colleges and Universities

California's public colleges and universities enjoy considerable autonomy in determining academic standards for their students, guided by the requirements of various accrediting and professional certifying bodies. It is appropriate that responsibility for developing academic standards for colleges and universities resides with the statewide governing boards established for each system, which may in turn delegate this responsibility to their faculty. Accordingly, statewide governing boards have a responsibility to:

- Define specific performance goals within each state-designated performance area that are ambitious and appropriate for their respective system;
- Develop system-wide articulation agreements that result in uniform acceptance of articulated courses by all campuses within a system when eligible students seek to transfer among institutions;
- Promote effective and efficient delivery of courses and programs within a region and throughout the state with minimal duplication of effort between institutions;
- Enable students to combine course completion at multiple institutions in order to expedite their progress towards completing educational objectives; and,
- Periodically review and modify assessment instruments, as needed, to assure they measure the skills expected of entering freshmen.

Standards and Curriculum – Aligning Systems

- K-12 and postsecondary standards and curriculum should be aligned so students understand what is expected of them at the next level and are sufficiently prepared to succeed there; and,
- Statewide governing boards of public colleges and universities have a responsibility to ensure that teacher and administrator preparation programs are modified as needed to meet the changing needs of contemporary public schools.

Assessment and Accountability – Public Schools

- The state shall develop assessment mechanisms that test students' knowledge pursuant to statewide standards and that can be used for diagnostic purposes that support learning;
- Various assessments must be aligned and consolidated, to the fullest extent possible, as an integrated system that measures both students' current achievement and their preparedness for future endeavor and that informs; and,
- Instruction, while minimizing the number and duration of student assessment requirements; The state must develop and implement a statewide accountability system that ensures that all participants in the education system sufficiently meet their defined responsibilities in support of student achievement and that provides support and sanctions when they do not.

Assessment and Accountability – Public Colleges and Universities

- The state should designate specific goal areas for each public postsecondary education systems that are related to the vision for education and the missions assigned to each respective system;
- Statewide governing boards must adopt specific performance goals for their respective system in the performance areas designated by the state and assure that strategic plans are developed and implemented to achieve them; and,
- Statewide governing boards must assure that appropriate data are collected and maintained to document actual performance of each campus within their respective system in achieving, or making progress towards achieving, specific performance goals.

Data and Information – Public Schools, Colleges and Universities

- The state must develop and maintain data systems that provide information on individual students' achievement and educational experiences that support their continued success, while maintaining the confidentiality of individual student records;
- The state must promote an understanding of the effective uses of data to

improve student learning at all levels; and,

- The state must provide to local education entities information on policies, programs and practices that are proven to be effective in promoting student achievement at all levels.

top

GOVERNANCE

Connecting Responsibility and Authority

In California's education system, the authority for decision-making and responsibility for delivery of services is shared among thousands of entities at the state and local levels. In such a large and complex operation, public education at the elementary and secondary levels is subjected to many political tensions that potentially can undermine the effectiveness of all parties to deliver a high quality education to all students. Various developments throughout California's history have blurred lines of authority and separated program responsibility from operational and fiscal authority. In the resulting environment, decision-makers are impeded from carrying out their responsibilities fully and education systems are not as responsive or efficient as they should be. Education officials can be held more fully accountable to the state and to local voters for student performance if they possess the authority and resources to have an impact on student achievement.

In order to promote a cohesive public education system that guarantees high quality educational opportunities to every student, sound educational principles must be supported by sound governmental practices at the state and local levels. A set of responsibilities must be defined for each governing entity involved in the process, with attention given to eliminating redundancy among entities. Each entity must be afforded the authority needed to carry out its assigned responsibilities. This alignment of authority must apply to the development of policy, the administration of educational programs and the fiscal control of education services. Educational entities that have the resources and authority to make decisions to meet student needs then must be held clearly accountable for the results of those decisions. The goals of meeting students' needs and supporting student achievement, as described in the state's vision for education, should drive the delineation of authority and responsibility of the various entities, and even the organization of those entities.

Defining Governance Roles

The state has the ultimate responsibility for ensuring that every student has the opportunity to receive a high quality education. The state's roles should therefore support the advancement of learning objectives that impact the student population as a whole, to include:

- Defining the academic standards and other criteria for a high quality

education;
- Developing and maintaining an accountability system which ensures that all students receive a high quality education;
- Ensuring the availability of the fiscal and human resources necessary to provide a high quality education to every student; and
- Providing the data, information, and support needed by local education agencies to effectively assess their ability to deliver education to all students.

While the state has a responsibility for all students, learning by each student occurs at the local level. Local schools, colleges, and districts are best positioned to determine how to satisfy the needs of their students, which vary significantly across the state. Therefore, local entities should be afforded maximum flexibility over the determination of educational program offerings and resources needed to meet the state standards for achievement by all students. School and college districts should support student learning at each school and college site within the district by:

- Determining educational policy for the district;
- Providing instructional leadership and support to schools and colleges;
- Providing a distribution of the various resources needed to ensure that high quality educational opportunities are provided for students at every school and college; and
- Ensuring through a system of accountability that every school and college succeeds in meeting learning objectives for all identifiable student groups.

Numerous services integral to the promotion of student learning cannot reasonably be provided in an efficient manner by either the state or local schools and districts. It is important that intermediary entities exist to deliver educational and support services regionally, when that is most cost-efficient, and to serve as agents of the state in conducting administrative and oversight functions. County offices of education and various regional consortia should support student learning on an area-wide basis, and include such roles as:

- Providing instructional support to districts;
- Ensuring the fiscal accountability of districts; and
- Delivering specified educational programs to students.

These specific roles should continue to derive from the state or the district that has primary responsibility for them.

Organization

- The specific roles of education governance entities at all levels should be clearly defined;
- The authority for defining and promulgating education policy guiding public schools, colleges, and universities should be vested in the statewide governing board for each system, with that authority clearly defined so it can be

understood by all participants in the education process;

- The responsibility for monitoring state educational policy should be vested in a single state entity while administering programs pursuant to state educational policy should reside with district or regional education entities;
- The state should promote the organization and structure of local school and college districts and county or regional support entities in a manner that maximizes efficiency and collaboration in support of student learning; and should assist locally elected boards in determining the distribution of responsibilities among schools, counties, and regional entities to ensure that students' learning needs are met; and,
- The state and local districts must collaboratively provide students with public school alternatives to their assigned local schools to accommodate students' learning needs, including viable intra-district and inter-district choice options, charter schools, and magnet schools.

Local Governance – Public Schools

- Local education entities should be provided the administrative and budgetary flexibility necessary to meet local students' needs while striving to achieve state-defined educational goals; and
- Locally elected school boards should be encouraged to invest significant decision-making authority in each school site, to meet local students' needs.

Local Governance – Public Colleges and Universities

- Local community college districts should be provided the administrative and budget flexibility necessary to meet local students' needs while striving to achieve state-determined educational goals; and
- Locally elected community college boards should determine the distribution of responsibilities among colleges and regional entities to ensure that students' learning needs are met.

Legislative Principles

The Legislature and Governor have prominent roles in the governance of public education, including the exercise of authority to delineate roles and responsibilities of other governmental entities in the system and providing appropriate levels of fiscal resources. To foster a more stable environment that allows local education entities to focus on student learning needs, the following principles should be adhered to in the lawmaking process:

- The state should develop new laws, regulations and budget appropriations only in accordance with California's vision and purposes for public education, and consistent with the roles of participants in the education process as delineated in the Master Plan for Education;
- In considering any proposed new laws, regulations, and budget appropriations, the state should evaluate the relationship of the new proposal to existing

policies and practices, and should mitigate any adverse impact the new proposal may have on the operations of schools, colleges, and universities;

- The Legislature should review and revise all relevant existing statutes to ensure their consistency with the final comprehensive Master Plan for Education. The Legislature should repeal any provisions that are deemed unnecessary, duplicative, contradictory, or obsolete;
- California's education code pertaining to elementary or secondary education permits local districts to engage in activities that are not otherwise prohibited. Therefore, no additional laws for K-12 that are permissive in nature should be passed by the Legislature; and,
- The cost of any new expectations adopted by the state should be integrated within the funding system to ensure that all students are able to benefit equitably from them.

FINANCE

California's current K-12 finance structure is complex and highly restrictive in its determination of both revenue generation and expenditures. The principal funding sources for schools and community colleges are state and local tax revenues, which are restricted by multiple constitutional and legal constraints. The current interrelationship of those revenue sources assigns to the state the principal responsibility for producing additional resources, thereby discouraging school and community college district boards from collaborating with their communities to generate revenues for local priorities, and divorcing boards from many of the fiscal consequences of programmatic decisions. The state also encumbers districts with multiple requirements on their expenditures, while holding districts accountable for addressing local conditions as needed to ensure that students achieve pursuant to state standards.

Under a Master Plan for Education, new principles of finance should be developed in accordance with the vision, purposes, objectives, and particularly the governance structure of the educational system. Pursuant to the state's obligation to guarantee that every student has the opportunity to receive a high quality education, it is incumbent on the state to determine the levels of resources needed to provide a high quality education, and to determine appropriate means to develop and distribute those resources. A finance model that supports providing a high quality education for all students must recognize that differing levels of resources, and thus differing levels of funding, may be required to attain an equitable, high quality education among students with differing circumstances.

While postsecondary education has been, and remains, an important element of California's economic and social success, the responsibility for meeting the cost of providing this opportunity to all Californians who desire it is shared between the state, the institutions, and the students themselves. With California's changing demographic profile, it is important to regularly review the needs of students who have aspirations for a college education, the fiscal resources needed by public colleges and universities to meet student needs, the resources available to students to

meet the costs of college attendance, and the effectiveness of institutional expenditure of resources.

Governance principles that allow local districts, schools, colleges, and universities greater flexibility in determining how to ensure that students have the opportunity to meet California's education standards can be impeded by restrictions on how those entities may expend education funds. Local education entities should be afforded greater control over the expenditure of their funds, so that their resources can be used most effectively to promote their educational objectives. Increasing districts' flexibility over resource expenditures also delineates more clearly the accountability expected of school and college district boards for results in student achievement and for the distribution of resources among schools and colleges needed to ensure that every student receives a high quality education. The following principles should guide the development of a new education funding system for California's public schools and colleges.

Fiscal Resources – Public Schools

- The state must ensure that adequate fiscal resources are provided so that students with equal needs receive the services that are essential to meet those needs;
- The state must ensure that adequate fiscal resources are provided so those students with distinct needs related to their readiness to learn receive the services that are essential to accommodate those needs;
- The appropriate balance of fiscal responsibility between the state and local school districts must be delineated both for services deemed essential to provide a high quality education to every student and for services that exceed the guaranteed high quality level of education;
- The system of educational funding should be simplified so that it can be understood by all education providers, officials, families and communities;
- State restrictions on educational funding should be reduced to support local flexibility; and,
- For any new expectations imposed by the state, the state must provide the resources needed to implement new programs designed to achieve them equitably for all students.

Fiscal Resources – Public Colleges And Universities

- Adequate fiscal resources must be provided so that students with equal needs receive the services that are essential to meet those needs;
- Adequate fiscal resources must be provided so those students with distinct needs related to their readiness to learn or impediments to their ability to learn receive the services that are essential to accommodate those needs;
- State restrictions on educational funding should be reduced to support local flexibility;
- For any new expectations by the state, the state must provide the resources needed to implement new programs designed to achieve them equitably for all

students;
- Adequate fiscal resources must be provided to enroll all students who apply for admission and meet posted eligibility requirements; and,
- Adequate fiscal resources must be provided to contain student costs of attendance within an affordable range, including provision of assistance to students with financial need.

Fiscal Accountability – Public Schools

- Every district is obligated to distribute resources so that the needs of students in every school have an equitable chance of being met;
- Incentives should be provided at all levels for efficient and effective use of resources; and,
- The state must maintain a system of fiscal accountability that: (1) provides school districts with the supports needed to understand and manage their finances; and (2) imposes interventions when sound fiscal practices are not maintained. Accountability measures should apply to all participants in the process of budget development and management.

Fiscal Accountability – Public Colleges and Universities

- The statewide governing board for each system is obligated to distribute resources so that the needs of students in every campus have an equitable chance of being met;
- The statewide governing board for each system should provide incentives for efficient and effective use of resources; and,
- The statewide governing board for each system must maintain a system of fiscal accountability that provides college districts and campuses with the supports needed to understand and manage their finances and that imposes interventions when sound fiscal practices are not maintained. Accountability measures should apply to all participants in the process of budget development and management.

Local Revenue Options

School and college district governing boards can be more responsive to local educational needs and priorities, and can be held more accountable by local electorates for programmatic decisions, when they are able to generate revenues locally and can demonstrate a direct connection between a revenue source and specific educational services.

Public Schools

- Options should be explored that permit school districts to develop additional revenues to support programs and activities they wish to offer in addition to the high quality education that is guaranteed by the state; and,

- Any new local revenue options must be generated or shared locally in accordance with state-defined parameters, which preclude the development of significant inequities in the level of educational offerings provided to students.

Community Colleges

- Options should be explored that permit community college districts to develop additional revenues to support programs and activities they wish to offer in response to local community needs.

top

FACILITIES AND INFRASTRUCTURE

Every student is entitled to attend school in a physical environment that is clean, safe, modern, and conducive to learning. Recent research documents a direct correlation between the maintenance of buildings and grounds and student achievement. The state and local educational entities share in the responsibility of ensuring that school facilities that meet these conditions are available for present and future students. Existing facilities must be sufficiently maintained to ensure that they are safe, modern, and clean, and that their useful lifespan is maximized. New facilities must be constructed in sufficient numbers to meet the student demand created by the continuing growth of California's population, as well as other critical factors. In both instances, facilities planning for the twenty-first century must accommodate technology to support teaching and student learning. Significant resources will need to be invested to address these challenges.

Capital Resources – All Systems

- The fiscal responsibility for the construction of new facilities and the modernization of existing facilities shall be shared among the state, local districts, and local communities;
- Local education agencies should be given increased authority to enable them to raise revenues to provide and maintain adequate school facilities;
- The state shall bear responsibility for developing a statewide technology infrastructure that links educational entities to support the data and information exchange that is needed to promote improved student learning opportunities;
- The shared use of facilities by schools, colleges, and universities should be promoted; and,
- A plan must be established to mitigate the existing accumulation of deferred maintenance.

Capital Resources – Public Colleges and Universities

- Adequate fiscal resources must be provided to expand physical and electronic capacity to accommodate demand for access by qualified applicants.

Accountability

- The state must establish and maintain high standards for facilities that ensure that schools and colleges will be structurally and environmentally safe, clean, modern, and conducive to learning;
- A system of accountability should be established that ensures that schools and colleges remain safe, clean, modern, and conducive to learning during the ongoing course of operation, based on facilities standards. The system must involve support, periodic inspection, and intervention to prevent high levels of disrepair from occurring;
- Education facility construction and maintenance costs should be contained through various measures that promote efficiency; and,
- Regular, ongoing maintenance of facilities shall be an obligation of local districts.

top

LONG RANGE PLANNING

California has established public schools throughout the state to educate nearly six million young people in over 8,000 schools, organized into more than 1,000 districts. The state must assure that resources are coordinated sufficiently to provide each of these students an opportunity to receive a high quality education irrespective of where they reside in the state. This challenge is made even more complex by the tremendous diversity to be found among public school students, by continual growth in school-age student populations, and by constant population shifts continually experienced in the state.

Approximately half of public high school graduates historically have gone on to postsecondary education within the state. This influx of students numbers more than 280,000 annually and is projected to increase to 370,000 by 2010. California's current Master Plan for Higher Education, designed to ensure the availability of postsecondary education and training opportunities for growing student populations, was based on the premise that those opportunities would be comparable throughout the state, irrespective of whether a student chooses a community college, state university, or university campus. California's postsecondary education opportunities are provided by 139 public colleges and universities; more than 100 independent colleges and universities; and more than 3,000 private educational institutions. Taking maximum advantage of these numerous postsecondary educational opportunities requires planning and coordination throughout the state. All of these institutions should be considered in strategy options as California seeks to continue its historic commitment to providing postsecondary education to all who desire it.

California's vision for education requires that a clear focus be placed on the needs of learners to assure that all students throughout the education continuum have equitable educational opportunities. With nearly eight million students attending

public schools, colleges, and universities, long range planning is essential and must consider strategy options that assess the fiscal resources and numbers and distribution of teachers, faculty, administrators, and facilities that may be needed in the future.

Long Range Planning - Public Schools

- The state should designate an entity to continuously monitor changes in California's population and estimate the total numbers of students that will need to be accommodated in public elementary and secondary schools, by grade level and geographic areas of the state;
- Demographic data produced by the designated state entity shall be used by the state to determine the physical capacity of existing school sites to serve the estimated public school population and determine the need for and costs of new capacity, teachers, instructional materials, and other resources;
- The state should encourage collaboration by public schools with neighboring public colleges and universities and providers of social services that benefit students;
- The state and local governing boards should assess the feasibility and likely impact of implementing options recommended by the state-designated entity (ties) for long-range planning;
- Local districts should collect, maintain, and report core data identified by the state-designated entity for long-range planning; and,
- Each local school board should adopt policies to assure the availability of first-rate teachers, support personnel, instructional support equipment, and facilities to meet student demand.

Long Range Planning - Public Colleges and Universities

- The state should designate an entity to engage in continuous long-range planning for postsecondary education demand. The entity should be empowered to require data submission from all public colleges and universities to enable it to:
- Provide accurate assessment of current and future capacity to accommodate demand;
- Identify current and future problems and generate options for addressing the problems, including cost estimates for each option;
- Provide advice to policymakers that encourages comprehensive policy planning in lieu of frequent reform initiatives and statutory mandates;
- The state should encourage collaboration by public colleges and universities with independent and private providers of postsecondary education and, where appropriate, with elementary and secondary schools;
- The state should identify multiple mechanisms for providing additional facilities and resources to accommodate estimated future enrollment demand;
- State policymakers should consider the recommendations and advice of its designated long-range planning entity(ties) when deciding on annual policy and budget priorities for public education;
- Each statewide system governing board should require its chief executive officers to engage in long-range planning for their respective system, including

collaboration with independent and private education providers within the state;

- Each statewide system governing board should assess the feasibility and likely impact of implementing alternative responses recommended by the state-designated entity(ties) for long-range planning;
- Each statewide system governing board should ensure that local districts and campuses collect, maintain, and report core data designated by the state-designated entity for long-range planning; and,
- Each statewide system governing board should adopt policies to assure the availability of first-rate teachers, faculty, support personnel, instructional support equipment, and facilities to meet student demand in accordance with the mission of the system.

top

CAREER AND TECHNICAL EDUCATION

California's public education system plays a major role in producing a workforce with the skills and knowledge to productively contribute to the state's continued economic growth and development. A high quality, comprehensive education will prepare students to apply core academic skills in the workplace. Additional, specific skills are required for particular segments of the economy. California's education system must respond to the challenges of meeting the state's growing need for housing, infrastructure, transportation, and other services by increasing its emphasis on career and technical education.

Recognizing that a large proportion of high school graduates do not receive a baccalaureate degree, public schools and colleges have a particular obligation to provide challenging career and technical education opportunities. All students should be afforded the opportunity to participate in a cohesive and well-articulated system of career, technical, and academic preparation that prepares them to excel in roles as family members, community members and leaders, and productive workers. Career and technical education programs must have the necessary resources to provide pupils with essential skills for today's dynamic and competitive workplace. These programs must contain sufficient academic rigor to enable students to successfully modify their educational program in pursuit of more academically-oriented objectives.

Career and Technical Education – Public Schools

- The state must define and maintain challenging education standards for career technical education courses that are appropriate to each field of study and are sufficiently aligned with state academic content standards;
- Every district that maintains a high school shall be responsible for ensuring the availability of a sufficient number of career and technical education courses relevant to state and regional workforce needs; and,
- Every district that maintains a high school shall be responsible for ensuring that each career and technical education course includes reasonably current technology and equipment to ensure adequate training in the field.

- The statewide governing boards of California's public colleges and universities shall be responsible for defining minimum academic content for career and technical education courses that would warrant credit in their systems and enable successful transfer of a career oriented student into a more traditional academic program.
-

top

RESEARCH AND ECONOMIC DEVELOPMENT

California competes in a world in which research and innovation are essential to economic growth and stability. As part of its land-grant heritage, the University of California has been assigned responsibility among public colleges and universities to engage in basic research, and through that role has made significant contributions to the state economy. Faculty in the California State University and the California Community Colleges engage in research efforts that advance the applications of their disciplines and serve to improve their teaching effectiveness. These more applied aspects of research have frequently been helpful in resolving immediate public problems and responding to public needs.

The global nature of the current economic marketplace demands that California continue to support research and innovation, taking advantage of the full measure of intellectual capital of the state's educational institutions. Economic development and teaching effectiveness are not the only benefits of research, but represent areas in which postsecondary institutions can make unique contributions to society. Applied research is also beneficial to Californians who take advantage of lifelong learning opportunities to facilitate movement within and among different employment sectors and to improve their quality of life. Towards this end:

- The state should declare a priority for applied research that more effectively promotes student learning among diverse groups of students; assures that current and future teachers and faculty acquire proficiency in effective instructional practices; and assures that current and future education administrators acquire the knowledge and skill sets for effective leadership and management of contemporary schools, colleges, and universities;
- The state should consider explicitly expanding the involvement of public college and university faculty in applied research related to state priorities and the level of its fiscal support for such activities; and,
- The state should request business and industry leaders to invite the involvement of educators in strategic planning and discussions regarding (1) economic development; and (2) the provision of skill development that will be required of the future workforce.

EARLY CHILDHOOD EDUCATION

A critically important element of the learning process is a child's readiness to learn. Just as experiences at each earlier grade has an impact on a student's preparedness for success at the next level of education, there are factors that can promote a child's preparedness to succeed in her or his first experiences in school. Research has produced strong evidence that positive stimulation of the brain during early childhood through high-quality learning activities can have a significant impact on the future success of children in their performance in school, social development, and future professional and other productive adult endeavors. Early education and development in pre-kindergarten settings can provide the socialization and coping skills and the emerging literacy and numeracy skills that lead to these successes. To promote the continued educational success of all students, the state has an interest in making available to all families who desire them early education opportunities that support children's cognitive development.

COMMUNITY INVOLVEMENT

Multiple benefits can be attained from strong relationships between educational institutions and the families and communities they serve. These benefits can accrue directly to students, their families, and the social and economic environment of a community, in the form of improved learning, improved health, and increased productivity. As a result, activities that engage schools, colleges, and universities with families and communities should be encouraged and supported by all participants in the education system. Areas of involvement that may be promoted include:

- Parents and Families: Parental involvement in the education experience contributes positively to student learning. Adult literacy and parenting education activities also can result in improvement in children's academic success;
- Health and Social Services: Schools can serve as an optimal site for the efficient and effective delivery of health, nutrition, and other services to children. Since the health and well-being of children contributes directly to their ability to learn, schools have a direct interest in coordinating with service providers to ensure that children's health and social needs are met. Local community colleges could readily assist with coordination efforts. However, neither schools nor community colleges should be expected to be the direct provider of those services or to utilize monies appropriated for education to provide them;
- Community Services: Increasing local districts' control of education program and finance can increase the connection of schools and colleges and their communities. This connection also can be promoted through the shared use of facilities and programs, as well as the creation of environments where schools and/or community colleges serve as the center of community activity; and,
- Involvement with Business: California's business community has a direct interest in the success of the education system, which prepares students with

the knowledge and skills they need to contribute effectively to the economy and develops new knowledge that promotes economic growth. Effective collaboration of schools, colleges, and businesses can enrich students' learning opportunities and promote their readiness to enter the workforce and society.

top

DEVELOPING THE MASTER PLAN

This framework is intended to serve as a guide to the future work of the Joint Committee in developing a Master Plan for Education. Deliberations of the Joint Committee will be guided in great part by the products of working groups it will establish to examine specific issue areas impacting public education. The working groups are envisioned as the operational arm of the Joint Committee and its permanent staff. Working groups will utilize the services of research professionals, invited experts, graduate student interns, and professional personnel working with educational entities.

The Joint Committee will identify the specific objectives delineated in this framework that are to be examined by working groups. Working groups will be charged with examining the research and best practices supporting student achievement related to those objectives, and will utilize that information to develop policy options for the Joint Committee to consider as potential components of the Master Plan for Education.

Public feedback on the objectives of this framework should be directed to the working group to which each is appropriately assigned. The working groups envisioned and the likely topics to be examined by each are summarized below:

STUDENT LEARNING

- Defining that which constitutes an appropriate, high-quality education
- Factors that foster access, opportunity and success at every educational level
- Articulation of curriculum
- Alignment of assessments
- Promoting community college student transfers
- College and university admission criteria and eligibility pools
- Remediation and supplemental instructional services

GOVERNANCE

- Determining appropriate state/local relationships for K-12
- Delineation of authority among state-level K-12 entities
- Delineation of authority among local-level K-12 entities
- Optimal school, district, and regional sizes and organization
- Reconnecting program determination and fiscal authority
- Effective coordination of K-12 and postsecondary education system

governance bodies
- Delineation of appropriate state/local relationship for community colleges

FINANCE AND FACILITIES

- Revenue options and constraints
- "Adequacy" funding models
- Community college funding
- Financing postsecondary education growth
- Postsecondary fee and financial aid policies
- Facilities planning and funding mechanisms

PROFESSIONAL PERSONNEL DEVELOPMENT

- Teacher, faculty, and administrator preparation
- Quality of programs and ongoing professional development
- Building adequate supplies to meet demand
- Building education faculty pool to prepare teachers and administrators
- Assignment and distribution of professional staff

WORKFORCE PREPARATION AND BUSINESS LINKAGES

- Defining essential educational needs of California's economy
- Career and technical education
- Contract education
- Articulation of vocational and academic coursework

ALTERNATIVE MODES OF DELIVERY

- Charter schools
- Independent study and home schooling
- Distance education and other applications of technology
- Adult education
- Continuation and extended education

In addition to these six working groups, the Joint Committee will collaborate with the California Children and Families Commission to identify the most appropriate means by which the objectives for early childhood education can be achieved.